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Second country cooperation framework for Zambia (2002-2006)

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Introduction

1. Zambia, a land locked sub-Saharan country, has a total surface area of 752,612 square kilometres. It is endowed with abundant water resources, mineral wealth, varied biodiversity and climatic conditions favourable for agriculture. The economy is largely based on the mining of copper and agriculture, with potential in the areas of tourism, energy and industry. The population of Zambia is estimated at 10.2 million, 52 per cent of whom are female. Forty-five per cent of the total population 45 per cent are under 15 years of are.

2. During the last decade, the Government of Zambia made notable progress in restoring and maintaining macroeconomic stability and structural reform measures aimed at building a diversified market based economy. Given the high levels of poverty compounded by escalating rates of HIV/AIDS, (which has affected about 20 per cent of the most productive group of those who are 15 to 49 years of age), there is a need to focus on economic growth and targeted poverty reduction strategies

3. The second country cooperation framework (CCF) for Zambia (2002-2006) is a result of wide-ranging consultations within the Government, UNDP and all other stakeholders. The Government and other stakeholders recommended that the second CCF build upon the experiences of the first CCF in better informing policy development, while narrowing the areas of concentration. Furthermore, the CCF should promote the use of information and communication technology as a management tool for monitoring performance, management of poverty reduction policies, programmes, plans, promoting partnerships and advocacy.

4. The CCF takes into account the recommendations of the Country Programme Review, the main areas of focus of the United Nations Common Country Assessment (CCA) and the Interim Poverty Reduction Strategy Paper (I-PRSP) as well as the PRSP process. Specifically, the CCF is based on key government policy documents, including the National Capacity-Building Programme for Good Governance (NCBPGG), the National HIV/AIDS/Sexually Transmitted Diseases/Tuberculosis Strategic Framework, the National Environment Action Plan and the National Gender Policy. In addition, it also adopts rights-based and results-oriented approaches.

5. The second CCF also takes into consideration Zambia's commitment to major United Nations conferences, especially the United Nations Millennium Summit declarations; the Second World Summit on Social Development; the International Conference on Population and Development; the Fourth World Conference on Women; the Vienna Convention; the Montreal Protocol; the Kyoto Protocol; and the United Nations Conference on Environment and Development.

I. Development situation from a sustainable human development perspective

A. Problems to be addressed

6. Zambia's fundamental development challenge is to reduce poverty, which is chronic and affects more than 73 per cent of the population, 58 per cent of whom classified as extremely poor. The manifestation of HIV/AIDS, at a 19.7 per cent prevalence rate, threatens to reverse the gains of Zambia's growth and general development. The impact of the pandemic manifests itself through the loss of productivity resulting from a depletion of human capital, general absenteeism and the time required for caring for chronically ill family members. In addition, the large number of AIDS-related orphans (estimated at 600,000 in 2000), coupled with limited employment opportunities for youth, contribute to the high level of poverty. Other factors that worsen the poverty situation include the increasing levels of unemployment and unmanageable debt, as well as limited growth in the productive sectors such as agriculture, mining and manufacturing.

7. Poverty in Zambia has been adversely affected by the inadequate participatory prioritization of

development goals. The challenge for poverty reduction, especially for the most vulnerable, is to enhance economic and political governance in the management of the development process. Effective and efficient development management, which fully integrates gender, is key to the optimal use of the countries resources.

8. Zambia also faces environmental degradation through loss of biodiversity, soil erosion, declining quality of water in streams, rivers and lakes, and poor disposal of solid waste, including hazardous waste and industrial emissions. Environment degradation exacerbates the poverty situation in the Zambia through the degradation of the natural resource base and the contributing food insecurity and general high poverty levels in the rural areas.

9. Appropriate frameworks and prioritization, institutional capacity-building and public accountability for development resources in governance will improve the effectiveness of interventions that will have a direct impact on poverty reduction by targeting HIV/AIDS and the environment.

B. Development goals and priorities

10. Zambia's principal development goals are sustained economic growth and poverty reduction. The medium-term priorities to achieve both goals and to address the development challenges faced by the country are outlined in the Interim Poverty Reduction Strategy Paper (I-PRSP) approved in 2000 to facilitate Zambia's access to debt relief under the Highly Indebted Poor Country Initiative. These development challenges are currently being elaborated in the full Poverty Reduction Strategy Paper (PRSP), to be finalized by the end of 2001. The PRSP, in turn, builds on a number of the development priorities outlined in its precursor, the draft Poverty Reduction Action Plan, and NCBPGG, which were formulated with the assistance of UNDP and other donors. The priority areas identified and expected to be adopted in the PRSP are: (a) good governance; (b) macroeconomic management; (c) enhanced support to the social sectors, primarily health and education; (d) targeted interventions in the productive sectors of agriculture, tourism, mining and industry; and (e) integration of cross-cutting issues, such as HIV/AIDS, the environment and gender.

11. The above-mentioned goals, objectives and development priorities are consistent with the strategic areas of focus of the CCA and are expected to form the basis for the United Nations Development Assistance Framework (UNDAF) for support to the Government. The CCA compliments the NCBPGG by including the domestication of international conventions and enhancing the capacity of the Government in reporting. The United Nations system in Zambia has, in its CCA, formulated a rights-based approach to development and identified the following common priorities, which are expected to be the basis for the UNDAF: (a) the right to participation (good governance, decentralization, capacity-building, and information and communication); (b) the right to health and education (primary education, basic health, particularly for women and children, with a specific focus on the most vulnerable, and reproductive health); (c) the right to an adequate living standard (access to adequate food and decent employment); (d) equal rights (gender); (e) attention to factors impinging on the realization of these rights, including HIV/AIDS, the environment, international and regional development (including globalization, information technology, refugees, disaster preparedness and data gaps impeding timely and effective development planning). The UNDAF process will be completed by July 2001.

II. Results and lessons of past cooperation

12. The first CCF for Zambia (1997-2001) had four key areas for support to the Government's development objectives: (a) good governance; (b) sound environment management; and (c) agriculture, rural development and food security. Gender and HIV/AIDS were cross-cutting themes of the CCF

13. The results of the first CCF enabled the Government to prepare and adopt key national policies, plans, strategies and programmes such the NCBPGG, the National Gender Policy, the National HIV/AIDS

Strategy, the Feeder Roads and District Development Programme, and the National Poverty Reduction Action Plan. In response to recent developments, the CCF supported the participation of Chairmen of Parliamentary Committees, Cabinet Ministers, and general citizenry in consultative workshops and civil society organizations in the ongoing PRSP process. In addition, resources were provided to support Zambia's Long-Term Development Vision 2000-2025 (Vision 2025).

14. The CCF enabled the Government to initiate implementation of the National Environment Action Plan, through support to community-based environment management systems. Support to the Agricultural Sector Investment Programme piloted smallholder seed production and community-based small-scale aquaculture development and contributed to the development of the national forest policy. These support programmes were nationally executed and focused on downstream interventions aimed at informing upstream policy formulation. Moreover, these key pilot projects facilitated valuable lessons to be garnered for adoption and upscaling, with support from other development partners.

15. The Country Programme Review of the first CCF provided valuable lessons for continued UNDP support to the Government, specifically the need to change the programme focus towards policy and strategic interventions. Consequently, the Country Programme Review recommended that UNDP focus on overall poverty reduction, through support to good governance, HIV/AIDS, environmental protection and information and communication technology. It recommended that future UNDP support continue to: (a) promote national ownership of the development process by enhancing the Government's capacity, helping to institutionalize the national execution modality, and promoting adoption of the concept by all cooperating partners; (b) ensure greater focus on the attainment of measurable results and outcomes; (c) support the Government's efforts in promulgating legislative frameworks, policies, plans and strategies aimed at poverty reduction, including PRSP; (d) foster greater cooperation and partnership among all development partners, especially the United Nations Country Team, in the development and implementation of UNDAF and resultant United Nations Joint Programming; and (e) exploiting the systematic, interlocking and interdependent nature of development programmes for greater synergy and impact and utilize the "lessons learned" and "best practices" of the United Nations system and its institutional memory, for example, in the development of gender indicators.

III. Objectives, programme areas and expected results

16. Consistent with the UNDP mandate and comparative advantage to reduce poverty and promote sustainable human development through strategic partnerships, the objective of the second CCF is to create an enabling environment for the achievement of Zambia's Millennium commitments, especially the goal of halving extreme poverty by 2015. In view of this, and in exploiting the synergy among the Government's priority areas outlined in the I-PRSP and those identified in the United Nations CCA, future support of UNDP to Zambia should be channelled towards consolidating and upscaling the results of the first CCF, with emphasis on the attainment of greater impact and outcomes.

17. The strategy for implementing the CCF entails application of the programme approach in support to the Government. In using this approach, UNDP should focus on upstream policy and strategic support to the Government for maximum impact. UNDP should selectively pilot, at local and district levels, downstream interventions that have the potential to be replicated, in collaboration with other development partners, thus providing critical inputs for greater impact, sustainability and wider application of lessons learned.

18. Key to the upstream interventions is to address the following sub-objectives: (a) to strengthen Government's and civil society's capacity to develop and implement Zambia's Vision 2025, along with establishing a mechanism for the participation of civil society in the process, especially the monitoring of programme outcomes; (b) to assist the Government in

effectively implementing the governance programme, through the adoption of the decentralization policy, promotion of accountability by public institutions at national and district levels and fostering government, civil society and private sector partnerships; (c) to support the Government in the domestication of international human rights covenants and conventions into Zambian Law; (d) to facilitate continued participation of civil society in the development and implementation of the PRSP, while building its capacity to monitor poverty reduction indices and contribute to the goals of the Millennium Declaration; and (e) to strengthen the Government's capacity to implement national policies, frameworks and plans to reduce poverty through the mitigation of the impact of HIV/AIDS and environmental degradation

19. In implementing the above strategy for achieving the overarching objective of poverty reduction, UNDP support should focus on enhancing the Government's capacity to apply a rights-based approach to the development process. To achieve this objective, UNDP support will be targeted towards assisting the Government in policy-related and upstream support in the following areas: (a) good governance, with a focus on human rights, decentralization, economic governance and public accountability; (b) development and implementation of frameworks for a multisectoral response to the HIV/AIDS epidemic; and (c) enhancing environmental protection and the sustainable management of natural resources.

20. In all the above programmes, gender, the enhanced use of information and communication technology will be fully integrated in all programme areas. A strong emphasis will be placed on advocacy and networking in programme development and especially during its implementation. In implementing the second CCF, UNDP support should build strategic partnerships, especially among United Nations agencies through implementation of UNDAF, and enhance resource mobilization.

21. Furthermore, the Government will cooperate with UNDP to ensure that the focus areas of support take full advantage the systemic nature of development and exploit the interlocking and interdependent linkages within programmes/projects, to provide maximum impact and opportunities for resource mobilization.

A. Governance

22. The Government's commitment to good governance is entrenched in the Constitution of Zambia. The Constitution also provides for decentralization- and participation-related rights as key to poverty reduction. Article 112 of the Constitution, under the Directive Principles of State Policy, provides, inter alia, that the State shall be based on democratic principles and shall endeavour to create an economic environment that encourages individual initiative and self-reliance.

23. Taking into account the comparative advantage of UNDP, support to the Government will be directed at strengthening the capacity of oversight bodies to demand and enforce accountability, transparency and effective coordination in public institutions. Such support will facilitate the domestication of international conventions and the promotion and protection of human rights, including government reporting and conformation to international standards. This will entail strengthening the operations of parliamentary committees and their support mechanisms, computerization of the processing and wide-ranging dissemination and fostering of public debate of bills and government policy documents. In the field of human rights, this would entail provision of assistance to the Permanent Human Rights Commission and the Ministry of Legal Affairs, to carry out legal reforms so as to internalize the various international conventions and treaties on human rights. In addition, UNDP support will be directed at entrenching the democratization process through institutionalization and capacity development of the Zambia Electoral Commission.

24. UNDP will continue to provide support to the implementation of the decentralization policy and strengthen the institutional capacity and mechanisms for enhancing service delivery by government and local authorities with the full participation of local communities. In this regard, UNDP support will

strengthen the Government's proposed Decentralization Policy Unit in the Ministry of Local Government and Housing to develop and implement frameworks and mechanisms to increase the participation of local communities in governance, through the implementation of the decentralization policy.

25. UNDP support will also focus on improvement of the Government's capacity to develop Vision 2025, medium-term plans, and implementation and coordination of development policies and programmes, with the full participation of civil society organizations and the private sector. By the end of the CCF, the Government will have developed the Vision 2025 and capacity will have been established to negotiate with all stakeholders and revise medium- and long-term development plans.

26. At the end of the CCF period, the decentralization policy will have been approved and the Implementation Unit of the Ministry of Local Government will have the capacity to provide management guidance to provincial and district administrators in the implementation of government policies and programmes.

27. The Electoral Commission will have the management capacity in all aspects of presidential, parliamentary and local elections and will have the mechanism to undertake a computerized and continuous and updated voter registration process and implement voter education programmes.

28. At the end on the period of the second CCF, the Human Rights Commission will have established provincial offices with the capacity to monitor and intervene in the issues related to the abuse of human rights. Through the effective operations of the provincial offices and as a result of a concerted publicity and education programme the people of Zambia will be aware of their rights as citizens of the country. The level of awareness will be assessed in 2005, based on a baseline established at the commencement of the CCF period.

29. The committees of the National Assembly will have the capacity, by the end of the CCF period, to effectively carry out their statutory oversight responsibilities and ensure that procedures of Parliament and its committees are in the public domain through publications of major issues deliberated by the Assembly.

B. HIV/AIDS

30. Zambia's response to HIV/AIDS requires an enabling environment that includes the provision of political leadership and commitment for combating the HIV/AIDS pandemic. In recognition of other donor support, UNDP will support the formulation of the HIV/AIDS decentralized multisectoral policy and legal framework. Such support should strengthen the systems and processes for linking national-, provincial- and district-level HIV/AIDS response initiatives. Importantly, UNDP will continue to promote the human rights of people living with HIV/AIDS.

31. In addition, UNDP support will be directed at strengthening national capacity for assessing and monitoring the sectoral impact of HIV/AIDS.

32. UNDP has been requested to support, in cooperation with other development partners, efforts of non-governmental organizations (NGOs) and civil society organizations to replicate successful district-level HIV/AIDS interventions on a national scale.

33. By the end of the CCF period, UNDP support will have contributed to enhancing the capacity of district-level structures to implement the national HIV/AIDS strategy and to monitor the incidence and the impact of HIV/AIDS and to replicate in rural areas the strategies that have reduced urban HIV/AIDS infection rates. On the whole, UNDP support will contribute to the overall reduction in the incidence of new infections. HIV/AIDS will at the end of the period have been mainstreamed in all programmes and projects and in the implementation of UNDAF.

C. Environment

34. In 1994, the Government developed the National Environment Action Plan, which has the following action plans: (a) direct investments in resource management activities and conservation that either mitigate or improve environmental resources; (b) strengthening institutional mechanisms for enforcement of environmental standards and sustainable management of natural resources; (c) creating public awareness on environmental issues; (d) establishing an effective environmental information system to facilitate monitoring and enforcement of environmental standards; (e) supporting environmental research; and (f) formulating and implementing environment policy and legislation.

35. Internationally, Zambia is a party to more than 16 legal instruments advocating environment conservation and management; however, there is need to domesticate these conventions into national policies and programmes. As an integral component of the domestication process, UNDP will target support to strengthening the institutional mechanisms for enforcement of environmental standards and the sustainable management of natural resources.

36. UNDP should continue to strengthen national capacities through the utilization of available financial facilities such as the Global Environment Facility for the implementation of international conventions to which Zambia has acceded. These include the Convention on International Trade in Endangered Species of Wild Flora and Fauna, the United Nations Framework Convention on Climate Change, United Nations Convention to Combat Desertification and the Convention on Wetlands of International Importance (Ramsar Convention).

37. By the end of 2006, UNDP support will have contributed to building the capacity of environmental authorities to enforce standards that promote sustainable natural resources management. Such support will have enhanced the Government's capacity to negotiate with commercial and industrial firms to contribute towards cleaning the environment. The 16 international conventions to which Zambia has acceded will have been internalized through legal reforms, new regulatory frameworks and improved enforcement and reporting.

D. Gender equality, information and communication technology and advocacy

38. Gender equality, information and communication technology and advocacy will be integral components of the three thematic areas of support. Specifically, the Government requires support in translating the national gender policy into a strategic plan and the strengthening of the legal framework and law enforcement. To address gender issues, UNDP has been requested to integrate gender in it's three main thematic areas by: (a) addressing the special needs and concerns of women in relationship to HIV/AIDS; (b) recognizing and promoting the role of women in the protection of the environment and the management of natural resources; and (c) ensuring that the domestication of international conventions and the formulation and implementation of national policies address the rights of women. Recognizing the importance of information and communication technology as a management tool for development, the Government will require support for advocacy, fostering partnerships with the private sector, parastatals and other donors, and piloting of information and communication technology interventions in district/central connectivity in the areas of governance and HIV/AIDS.

39. At the end of the period of the second CCF, gender and information and communication technology will have been fully incorporated in all of the projects and programmes of the CCF. Specifically, gender considerations will be explicitly elaborated in the projects and, where necessary, financial allocations will be earmarked for gender aspects of programmes and projects. Information and communication technology will serve as a tool for oversight and management and facilitate the replication of lessons learned.

E. Expected results

40. The implementation of the second CCF will contribute to the achievement of Government's development goals outlined in the I-PRSP and UNDP development assistance outcomes identified in the strategic results framework. In the area of governance, the outcome of UNDP support is expected to include enhancing the Government's capacity for effective economic

management, including coordination and the management of development assistance, the development of Vision 2025 and the capacity to monitor poverty indices, in line with the Millennium Goals and the PRSP. This will be further strengthened by the enhanced capacity of the National Assembly as a national oversight institution.

41. In its support of HIV/AIDS, UNDP will contribute to the development of fully operational national- and district-level systems and strengthening national institutions to plan, implement and monitor the multisectoral responses to limit the spread of HIV/AIDS and mitigate its social and economic impact. The environment programme will aim at enhancing national capacity to negotiate and domesticate global commitments, especially the enforcement of national environment laws and regulations.

42. In all of the above, UNDP will ensure that the programmes developed take full recognition of the role of women. UNDP will also target the adoption of information and communication technology as a tool for information dissemination and development management.

IV. Management arrangements

43. The preferred method for the implementation of the CCF will be through national execution. The Government will encourage the use of national experts in all programmes.

44. The Government, with support of UNDP, will make a concerted effort to train, develop capacities and facilitate the internalization of the national execution modality for programme implementation.

45. To build partnerships, foster the use of national execution, and to realize maximum impact from programme interventions, UNDP will be encouraged to apply a strong advocacy component to each area of focus. In its advocacy strategy UNDP should utilize, among other things, national and global human development reports. UNDP results-based management tools, including the strategic results framework and the results-oriented annual report, will be used for the monitoring of programme impact and outcomes.

46. The thematic areas of the CCF will benefit from UNDP regional and global programmes in as much as these directly address the same areas of priority. The Regional HIV/AIDS and Development Programme for Africa will provide critical assistance to the development of strategies and policies in the area of HIV/AIDS. The Global Environment Facility and its small grants programme will be of critical support to the environment programme. Moreover, the Internet Initiative for Africa will be expected to provide guidance to the policies, strategies and related regulatory framework of the Government of Zambia.

47. The experience, expertise and knowledge of United Nations specialized agencies, including the United Nations Volunteers programme, the Special Unit for Technical Cooperation Among Developing Countries, and the Subregional Resource Facility, will be used to support the second CCF for Zambia. During the period of the first CCF, national and international United Nations Volunteers were successfully used in the area of HIV/AIDS as advisors and trainers. The advantage is cost-effectiveness and direct community-level interventions. The Subregional Resource Facility is expected to provide the office with best practices and expertise in support of the overall shift of the CCF to upstream interventions. In addition, the Group of eight industrialized countries supported the Digital Task Force and the Tokyo International Conference on Africa's Development should be used in support of the information and communication technology priority programmes of the Government.

48. The UNDAF and the Joint Programming Framework will enhance the cooperation of the United Nations system in Zambia in addressing the rights-based approach to the development priorities of the Government common to the United Nations family.

A. Monitoring, evaluation and reporting

49. Baselines will be established to facilitate effective monitoring and will be attained through annual reviews of CCF, including mid-term evaluations and annual tripartite reviews incorporating all development partners. A mid-term review of the CCF will be undertaken in 2003 and a Country Programme Review will be undertaken in the third quarter of 2005, to support and garner a reservoir of information, i.e., "best practices" and lessons learned in support of Zambia's development programme.

B. Resource mobilization strategy and targets

50. The Government and UNDP will, as a matter of priority, seek to establish functional and effective partnerships with all development partners, and to mobilize cost-sharing resources with development partners, including bilateral and multilateral donors, NGOs and the private sector, in support of the priority areas identified for UNDP support.

51. Resources to finance the CCF will be derived from target for resource assignment from the core resources, cost-sharing with donors, the private sector, NGOs, and regional and trust funds administered by UNDP.

52. The resource mobilization targets in the annex indicate the total resources (core and non-core) expected under the CCF to support the programme areas. To maximize impact, the Government shall allocate the resources in the following manner: (a) HIV/AIDS, 35 per cent; (b) governance, 30 per cent; (c)environment, 20 per cent; (d) information and communication technology/advocacy, 5 per cent; and (e) gender, 10 per cent.

53. The Government and UNDP shall endeavour to mobilize $7 million in third-party cost-sharing for the implementation of the above programme areas over the next five years. The strategy entails enhancing advocacy and fostering strategic partnerships for resource mobilization.

Annex

Resource mobilization target table for Zambia (2002-2006)

Source	*Amount (In thousands of United States dollars)*	*Comments*
UNDP regular resources		
Estimated carry-over	1 755	Includes AOS.
TRAC 1.1.1	10 864	Assigned immediately to country.
TRAC 1.1.2	0 to 66.7 per cent of TRAC 1.1.1	This range of percentage is presented for initial purpose only. The actual assignment will depend on the availability of high-quality programmes. Any increase in the range of percentage will also be subject to availability of resources.
SPPD/STS	710	
Subtotal	**13 329**[a]	
UNDP other resources		
Government cost-sharing	-	
Third-party cost-sharing	7 000	
Funds, trust funds and other	5 500	
Of which:		
UNCDF	3 000	
GEF	2 500	
Subtotal	**12 500**	
Grand total	**25 829**[a]	

[a] Not inclusive of TRAC 1.1.2, which is allocated regionally for subsequent country application.
Abbreviations: AOS = administrative and operational services; GEF = Global Environment Facility; SPPD = support for policy and programme development; STS = support for technical services; TRAC = target for resource assignments from the core; and UNCDF = United Nations Capital Development Fund.